

Message Text

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ACTION IO-13

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OES-06 L-03 FRB-01 OMB-01 SP-02 USIA-15 AGR-10 AID-05

CIAE-00 COME-00 EB-07 INR-07 LAB-04 NSAE-00 SIL-01

STR-04 TRSE-00 CIEP-02 CEA-01 SS-15 NSC-05 /136 W

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R 151616Z APR 76

FM AMEMBASSY KINGSTON

TO SECSTATE WASHDC 798

INFO USUN NEW YORK 336

US MISSION GENEVA 134

AMEMBASSY PARIS

AMEMBASSY ROME

AMEMBASSY VIENNA

AMCONSUL MONTREAL

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PARIS FOR UNESCO; ROME FOR FODAG; VIENNA FOR IAEA AND UNIDO;
MONTREAL FOR ICAO.

E.O. 11652: N/A

TAGS: UNDP, EAID, JM

SUBJECT: CERP 0008 - UNDP: EVALUATION OF UN ASSISTANCE PROGRAMS

REFERENCE: (A) STATE 072386 (B) KINGSTON 1473

SUMMARY:

UN PROGRAMS ARE GENERALLY CONSIDERED SUCCESSFUL AND
APPEAR TO BE WELL RECEIVED IN JAMAICA. FINANCIAL STRICTURES
HAVE FORCED UN TO FOCUS MORE OF RESOURCES ON LARGE SCALE
(OVER \$150,000) PROJECTS AND TO DROP SMALLER SCALE, E.G.
ONE ADVISOR, TYPE ACTIVITIES. UN'S PRESENT ASSISTANCE
PORTFOLIO CONSISTS OF 11 LARGE SCALE AND 4 SMALL SCALE
PROJECTS. BASED ON RELATIVELY SHORT TENURE, NEW
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RESIDENT REPRESENTATIVE (RESREP) APPEARS TO BE GOOD

COORDINATOR BOTH AMONG UN AGENCIES AND WITH OTHER BILATERAL AND MULTILATERAL DONORS. COUNTRY PROGRAM DOCUMENT IS PRESENTLY IN FORMULATION STAGE AND DRAFT OF SAME IS EXPECTED BY END OF MAY.

WE EXPECT TO RECEIVE COPY OF DRAFT COUNTRY PROGRAM WHEN COMPLETED AND WILL OFFER OUR COMMENTS ON PROJECTS PROPOSED THEREIN SHORTLY THEREAFTER. END SUMMARY.

FOLLOWING RESPONSES KEYED TO QUESTIONS REFTEL:

A. THE UNDP RESIDENT REPRESENTATIVE'S RELATIONSHIP WITH BOTH HOST COUNTRY OFFICIALS AND REPRESENTATIVES OF OTHER UN RELATED AGENCIES APPEARS TO BE GOOD; THIS IS PRELIMINARY APPRAISAL AS RESREP IS RELATIVELY NEW HAVING ARRIVED APPROXIMATELY NINE MONTHS AGO. THE RESREP IN ADDITION TO THE JAMAICA PROGRAM IS RESPONSIBLE FOR UN PROGRAMS IN THE BAHAMAS, BERMUDA AND THE CAYMAN ISLANDS. THE RESREP COORDINATES THE WORK OF A STAFF OF 78 PEOPLE, 65 OF WHOM ARE ASSIGNED IN JAMAICA; PRESENT UN-RELATED AGENCIES WITH PROGRAMS IN COUNTRY ARE FAO, PAHO, UNOTC, ITN, ILO, UNCTAD AND UNESCO. IBRD DOES NOT HAVE LOCAL REPRESENTATIVE, HOWEVER, DURING VISITS OF BANK'S REPRESENTATIVES THEY CONSULT WITH RESREP ON ON-GOING OR PROPOSED PROJECTS. IN OUR VIEW, COORDINATION BETWEEN IBRD AND UN IS GOOD AND PROJECTS SPONSORED BY EACH ARE COMPLEMENTARY. WE PREFER TO CONTINUE HAVING AGENCY REPRESENTATIVES ATTACHED TO UNDP RESREP STAFF AS THIS FACILITATES COORDINATION AND LIAISON OF U.S. AND U.N. PROGRAMS. WE FURTHER FEEL THAT PRESENT ARRANGEMENT IS ADVANTAGEOUS IN THAT RESPONSIBILITY FOR ASSURING THAT VARIOUS AGENCIES' PROJECTS COINCIDE WITH COUNTRY'S NEEDS AND DEVELOPMENT PRIORITIES REST WITH RESREP RATHER THAN WITH SEVERAL COUNTRY DIRECTORS; IN OUR OPINION, THIS MAKES FOR A MORE COHESIVE UN PROGRAM.

B. THE COORDINATING ENTITY FOR ALL EXTERNAL TECHNICAL ASSISTANCE IS THE NATIONAL PLANNING AGENCY (NPA). ALL REQUESTS FOR ASSISTANCE ARE SUBMITTED BY SECTORAL MINISTRIES TO THE NPA WHICH REVIEWS THE PROPOSALS AND IF APPROVED, ENDORSES THEM AND SENDS THEM TO A MULTILATERAL OR BILATERAL

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AID AGENCY. THE UN RESREP MEETS FREQUENTLY WITH THE NPA TO DISCUSS PROJECT PROPOSALS AND EXCHANGE VIEWS ON WHAT NEW DEVELOPMENT INITIATIVES MIGHT BE APPROPRIATE IN VIEW OF COUNTRY'S NEEDS. FYI AN INVESTMENT PLANNING DIVISION WHICH FORMALLY WAS PART OF NPA, PROCESSES ALL SECTORAL MINISTRIES' REQUESTS FOR CAPITAL ASSISTANCE; THIS DIVISION WAS TRANSFERRED TO THE MINISTRY OF FINANCE (MOF) APPROXIMATELY SIX MONTHS AGO. WHETHER THIS MOF DIVISION WILL EVENTUALLY

BE RESPONSIBLE FOR COORDINATING TECHNICAL ASSISTANCE
ALSO IS NOT KNOWN AT PRESENT. END FYI.

C. BUDGETARY RESTRAINTS HAVE ALREADY FORCED THE UN TO
DROP SEVERAL SMALL SCALE (UNDER \$150,000 PER YEAR)
PROJECTS AND CONCENTRATE REMAINING RESOURCES ON LARGER
SCALE EFFORTS. EFFECT OF BUDGET CUTS IS EVIDENT WHEN
COMPARING SIZE OF UN STAFF A YEAR AGO, I.E. 131, TO ITS
PRESENT SIZE, I.E. 78, THOUGH STAFF REDUCTIONS PARTIALLY
ATTRIBUTABLE TO "FRONT END" LOADING OF PROJECTS, I.E.
HAVING LARGE MANPOWER INPUT DURING FIRST FEW YEARS OF A
PROJECT. EVEN SEVERAL LARGE SCALE PROJECTS HAVE BEEN
PARED DOWN THROUGH STAFF REDUCTIONS TO MEET FUNDING
AVAILABILITY LEVELS. MAJOR REDUCTIONS HAVE BEEN MADE IN
BAHAMAS PROJECTS THOUGH JAMAICA'S PROGRAMS HAVE SUFFERED
TO LESSER DEGREE. ACCORDING TO DEP. RESREP FINANCIAL
RESTRAINTS HAVE BEEN SO SEVERE THAT THEY HAVE HAD TO
DRAW DOWN AGAINST NEXT CYCLE'S FUNDING TO MAINTAIN VIABILITY
OF SEVERAL OF THEIR PROJECTS. EFFECT OF FUNDING LIMITATIONS
ON INITIAL STATES OF SECOND FIVE YEAR CYCLE AND ON COUNTRY
PROGRAM PRESENTLY BEING PREPARED IS EXPECTED TO BE NEGLIO
BLE
DUE TO APPROACH BEING TAKEN ON SECOND CYCLE PROGRAMS.
WHILE AMOUNT FOR THIS CYCLE IS SIMILAR TO FIRST, I.E.

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PARIS FOR UNESCO; ROME FOR FODAG; VIENNA FOR IAEA AND UNIDO;
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\$7.5 MILLION, ONLY A PORTION WILL BE SPECIFICALLY EARMARKED FOR PROJECTS; A SECOND TRANCHE OF FUNDING WILL BE RESERVED FOR DEVELOPMENT PROJECTS TO BE DEFINED DURING THE CYCLE, PLUS A RESERVE ELEMENT OF FUNDS WILL BE MAINTAINED AS A HEDGE AGAINST INFLATION. IF PUSH COMES TO SHOVE FINANCIALLY, IT IS EXPECTED THAT CUTS WILL BE MADE AGAINST RESERVES HELD FOR PROJECTS TO BE DEVELOPED DURING CYCLE RATHER THAN AGAINST PROJECTS IMPLEMENTED DURING INITIAL STAGE.

D. THE COUNTRY PROGRAM FOR 1977 - 1981 IS PRESENTLY BEING FORMULATED BY THE UNDP, SPECIALIZED AGENCIES REPRESENTATIVES, THE NPA AND APPROPRIATE SECTORAL MINISTRIES. THE DRAFT COUNTRY PROGRAM DOCUMENT IS EXPECTED TO BE COMPLETED BY END OF MAY. THE INDICATIVE PLANNING FIGURE (IPF) FOR THE NEXT CYCLE WILL BE \$7.5 MILLION, THE SAME AMOUNT AS UNDER UNCLASSIFIED

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THE CURRENT CYCLE. THE NEXT CYCLE'S PROGRAMS WILL CONCENTRATE ON FOUR AREAS, (A) HUMAN RESOURCES DEVELOPMENT, (B) RURAL AGRICULTURAL DEVELOPMENT, (C) ALTERNATE RESOURCES OF ENERGY AND (D) SELECTIVE INDUSTRIAL DEVELOPMENT. THERE IS EXPECTED TO BE LINKAGES BETWEEN THE PROJECTS UNDER THESE FOUR AREAS UNLIKE THE PRESENT CYCLE'S PROJECTS WHICH HAD MANY SMALL SCALE, AND UNRELATED PROJECTS. (SEE PARA C FOR ADDITIONAL COMMENTS ON FUNDING APPROACH FOR NEW CYCLE). ONLY REVIEWS OF CURRENT PROGRAM OF WHICH WE ARE AWARE ARE TRIPARTITE EVALUATIONS; THESE WE UNDERSTAND FROM NPA AND UN ARE EFFECTIVE IN THAT ACTION IS TAKEN TO CORRECT ANY PROJECT DEFICIENCIES. SINCE U.S. REPRESENTATIVES DO NOT ATTEND REVIEWS, WE CANNOT COMMENT FIRST-HAND ON THEIR EFFECTIVENESS.

E. AS STATED D ABOVE, TRIPARTITE REVIEWS ARE CONSIDERED EFFECTIVE BY BOTH THE NPA AND UN AND WE HAVE NO BASIS TO QUESTION THIS JUDGEMENT. TRIPARTITE REVIEWS ARE PARTICULARLY USEFUL IN VIEW OF THE DEP. RESREP AS THEY REPRESENT. QUOTE: A SYSTEMATIC APPROACH TO PROJECT STATUS WHICH FOCUS ON STRONG AND WEAK POINTS OF PROJECTS; WHAT IS NEEDED TO REMEDY ANY DEFICIENCIES AND THEY STIMULATE THOUGHT ON POSSIBLE NEW INITIATIVES IN SECTORS. UNQUOTE. PARTICULARLY SUCCESSFUL PROJECTS ARE TELECOMMUNICATION TRAINING (JAM/68/011),

CIVIL SERVICE TRAINING (JAM/71/519) AND FORESTRY AND WATERSHED MANAGEMENT (JAM/67/505). A WEAK PROJECT, YOUTH DEVELOPMENT (JAM/71/517) IS BEING PHASED OUT AHEAD OF SCHEDULE DUE TO VARIOUS IMPLEMENTATION PROBLEMS.

IN REDUCING OR ELIMINATING PROJECTS DUE TO FINANCIAL STRICTURES CONSIDERATION WAS GIVEN TO PROGRESS BEING MADE BY PROJECTS TOWARD OBJECTIVES IN REACHING DECISIONS ON THOSE WHICH WERE EXPENDABLE. TIMELINESS OF PROJECT IMPLEMENTATION IS VARIABLE AND RANGES FROM FAIR TO GOOD. A CONTINUING PROBLEM IS THE LACK OF COUNTERPARTS IN MOST OF THE UN'S PROJECTS WHICH NECESSITATES AN OPERATIONAL RATHER THAN ADVISORY ROLE FOR UN AGENCIES TECHNICAL STAFF.

F. AS STATED PARA D ABOVE, NEW PROJECTS PROPOSALS TO BE SUBMITTED FOR 1977-81 ARE PRESENTLY BEING FORMULATED BY UN AND HOST COUNTRY PERSONNEL CONSEQUENTLY WE HAVE NOT UNCLASSIFIED

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AS YET BEEN ABLE TO COMMENT ON SAME. WE EXPECT, BASED ON PAST PRACTICES, TO RECEIVE COPY OF DRAFT COUNTRY PROGRAM AT WHICH TIME, AS APPROPRIATE, WE WILL OFFER OUR COMMENTS. THE COMMENTS WE OFFER ARE NORMALLY RESTRICTED TO HOW PROPOSED PROJECTS RELATE TO COUNTRY'S OVERALL DEVELOPMENT OBJECTIVES RATHER THAN THEIR TECHNICAL SOUNDNESS; THIS DUE TO LIMITED AID STAFF WITH APPROPRIATE TECHNICAL EXPERTISE TO APPRAISE PROJECT ON LATTER BASIS. LIAISON IS MAINTAINED THROUGH FORMAL QUARTERLY MEETINGS (FORMERLY HELD BI-MONTHLY) AMONG DONORS WHICH ARE CHAIRED BY UN RESREP AND INCLUDE MAJOR EXTERNAL DONORS, E.G. USAID, OAS, IDB. ADDITIONALLY, INFORMAL COORDINATION IS CONDUCTED BETWEEN USAID AND UNDP STAFF AND TECHNICIANS AS NEED DICTATES TO KEEP ABREAST OF SIGNIFICANT CHANGES IN RESPECTIVE PROGRAMS.

G. THE ROLE OF WOMEN IN DEVELOPMENT IN JAMAICA AND RELATIONSHIP TO UN PROGRAMS WAS EXPLAINED PARA H, REF B. WOMEN CONTINUE TO BE BOTH BENEFICIARIES AND, TO LESSER DEGREE, IMPLEMENTING PARTICIPANTS IN BOTH UN AND OTHER DONOR PROGRAMS. WOULD CATEGORIZE ATTITUDE OF BOTH UNDP AND EXECUTING AGENCIES AS POSITIVE RESPECTIVE TO ROLE OF WOMEN AS DECISION MAKERS IN DEVELOPMENT PROGRAMS. TWO OF KEY POSITIONS IN TECHNICAL DIRECTOR'S OFFICE, NPA, WHICH COORDINATES ALL EXTERNAL TECHNICAL ASSISTANCE ARE HELD BY WOMEN. THE COUNTERPART OF THE CHIEF OF THE UN'S CIVIL SERVICE PROJECT TEAM IS A WOMAN. IN JAMAICA'S MATRIARCHIAL SOCIETY WOMEN ARE INVOLVED IN PRACTICALLY ALL SECTORS OF THE ISLAND'S SOCIAL AND ECONOMIC LIFE, CONSEQUENTLY THEY ARE JUST AS NATURALLY INVOLVED IN EXTERNAL DONOR'S DEVELOPMENT PROGRAMS.
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